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ABSTRACT

This report deals with quality basic education in Georgia. It recommends that: (1) the definition of a quality basic education be periodically updated; (2) vocational education be updated to increase responsiveness to supply and demand and to strengthen the involvement of business and industry; (3) new teachers be attracted by targeting both entering college students and college graduates; (4) effective leaders be recruited; (5) extended contracts be offered to eligible personnel; (6) state, local, and regional responsibilities be established and monitored; (7) education for parents of preschoolers be provided; (8) gifted students be educated by establishing a state residential school and by enhancing existing programs; (9) further provisions be made for handicapped students; (10) the role of instructional support services be clarified and their availability throughout the state assured; (11) vocational education delivery structures be attended to; (12) a statewide plan for linkages between secondary and postsecondary vocational education be developed; (13) regional services be consolidated and regrouped; (14) expenditures and efficiency be monitored; and (15) financial incentives for effectiveness and efficiency be provided. A postscript addresses the importance of the human element, i.e., of effective teachers and administrators. A long appendix analyzes quality basic education, focusing on the basic skills needed in various subject areas. Two further appendices describe the proficiencies of effective teachers and of effective school leaders. (RDN)

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A Second Report

to

Governor Joe Frank Harris

and the

Georgia General Assembly

December 17, 1984

from

The Governor's Education Review Commission

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ACKNOWLEDGEMENT

To the many educators, parents, and other citizens who assisted the Commission in its task, we wish to express our appreciation. We were able to construct our blueprint for a quality basic education because Georgians throughout our state took the time to show how deeply they care about the education of children. Literally since the day we were charged with our task, we have been aided by the calls and visits, letters, reports and presentations of countless public-minded Georgians. We welcomed their input, listened seriously to their suggestions, and as they will recognize, incorporated many of their ideas into our recommendations.

IN MEMORIAM

Dr. Warren Akin IV
1947-1983

Dedicated Commission staff member
and exemplary educator who worked
tirelessly and unselfishly for
the children of Georgia

SUMMARY OF RECOMMENDATIONS

PAGE	RECOMMENDATION	ENABLING ACTION(B)	ESTIMATED ANNUAL COST (MILLIONS) FY 86	FY 87	FY 88	FY 89	Annual Thereafter
	Total Cost from First Report		$153	$565	$687	$724	$858
	Definition						
2	Updating Definition of a Quality Basic Education	BOE					
3	Updating Vocational Education Programs	BOE					
	Educators						
4	Attracting New Teachers	LA, BOR, BOE	*	*	*	*	*
5	Recruiting Effective Leaders	BOE					
6	Extended Contracts	LA, BOE					
	Service Delivery Methods						
7	State/Local Responsibilities	LA, BOE					
8	Education for Parents of Pre-Schoolers	BOE, DHR	*	*	*	*	*
9	Educating Gifted Students	LA, BOE		3	3	3	3
10	Educating Handicapped Students	LA, BOE, DHR (C)					
11	Instructional Support Services	LA, BOE, DHR (C)					
12	Vocational Education Delivery Structures	BOE					
13	Linkages between Secondary and Postsecondary Vocational Education	BOE, BOR, BPVE					
14	Regional Services	LA, BOE		3	5	5	5
	Funding Methods						
15	Monitoring Expenditures and Efficiency	LA, BOE					
16	Financial Incentives for Effectiveness and Efficiency	LA, BOE			2	3	5
	Total Annual Cost (A)		$153	$571	$697	$735	$871
	Less Additional Local Fair Share			($218)	($218)	($218)	($218)
	Annual State Cost		$153	$353	$479	$517	$653
	Increase (Decrease) From Previous Year		$153	$200	$126	$ 38	

* Less than one-half million dollars.

A Not adjusted for inflation; local share not adjusted for growth. These annual costs are in addition to the current State funds of $1.399 billion and Required Local Effort of $78.55 million or a total basic program of $1.478 billion. These estimates do not include capital outlay.

B LA - Legislative Action; CA - Constitutional Amendment; BOE - State Board of Education; BOR - Board of Regents; BPVE - Board of Postsecondary Vocational Education; DHR - Department of Human Resources. The implementation of these recommendations will require the active support of local school systems, parents and citizens, as well as considerable effort by public school personnel.

C Dollars included in the first report.

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UPDATING DEFINITION OF A QUALITY BASIC EDUCATION -- Defined Outcomes Must Remain Timely and Current

- o State Board of Education to coordinate.
- o Develop mechanism for periodic review of defined student outcomes of a Quality Basic Education, assuring broad public input:
  - Board's Curriculum Task Force, with added public membership, a possible vehicle.
  - Use surveys, hearings, forums.
- o Use current Department of Education process to update curriculum and measurement tools in line with updated student outcomes.

Just as the Commission believed it had to begin its work by defining the student outcomes that make up a Quality Basic Education (listed in Appendix A), it believes that future assurance of quality and relevance in Georgia public education must be based on periodic revision of these definitions. It is essential that this redefinition process be systematic rather than ad hoc; Georgia stands to lose too much if it waits for another "crisis in confidence" before it again redefines the basic goals of education. The recommendations will assure timely updating of the outcomes of education and associated curriculum objectives and measurement tools.

UPDATING VOCATIONAL EDUCATION PROGRAMS -- Increase Responsiveness to Supply and Demand, Strengthen Involvement of Business and Industry

- o Refine process of comparing employee demand with supply of program graduates; involve Business Council of Georgia.
- o Require development of statewide and local goals identifying desired program emphasis and development of criteria for measuring achievement of these goals.
- o For local systems not meeting goals within two years, lower funding weights for over-producing programs.
- o Specify, in State Board policy, responsibility of local system advisory councils and program craft committees to promote local private-sector involvement and to assess annually program updating needs in curricula, facilities, equipment, and staff training.
- o Fund pilot projects which involve business and industry in vocational education. [See "Innovation" in first report.]
- o Require evaluation of local school systems to include the assessment of services to facilitate the placement of graduates into permanent jobs.

Because of its applied nature, it is essential that vocational education respond to the needs of employers, in terms of training students in fields in which jobs are available and teaching them skills appropriate to the modern workplace. Such responsiveness is more likely to exist where the involvement of the business community in programs and planning is strong. Currently, there are too many cases of dramatic under- or over-supply of graduates compared to employee demand in certain occupational fields. In addition, the existing five-year updating cycle is unrealistic compared to the pace of innovation in the workplace. The updating recommendations will strengthen the State's mechanism for determining the need for programs, encourage local systems to respond to these needs, encourage continuous updating of programs, and promote involvement of the business community.

ATTRACTING NEW TEACHERS -- Target Both Entering College Students and College Graduates

- o Generate interest in teaching careers among high school students:
  - Develop a statewide high school organization for prospective teachers.
  - State Board establish a State information network on careers in teaching.
  - Establish a pilot honors teaching program for juniors and seniors in the special school for the gifted.

- o Scholarships/loans for students in teacher preparation:
  - Create a merit scholarship program for prospective teachers.
  - Expand the State's forgivable loan program for teaching in critical-shortage subjects and add teaching in geographic-shortage areas.
  - Encourage private-sector scholarships.

- o State Board develop a data system on teacher supply-demand and criteria for designating critical-shortage areas.

- o Provide matching funds for systems in geographic-shortage areas to pay relocation expenses for qualified teachers.

- o Encourage employment of teachers on part-time basis.

- o Ease entry of arts and sciences graduates into teaching by revising certification requirements:
  - Streamline undergraduate education course requirements for graduates in critical-need fields at the high school level.
  - Allow master's in education to waive undergraduate education requirements.

  [See "Certification" in first report.]

The teaching profession is presently unable to attract and retain a sufficient supply of academically qualified teachers to staff all positions in all schools. High-performing high school students are not attracted to teacher preparation programs in sufficient numbers, and as a result, both the quantity and quality of graduates from teacher preparation programs has declined substantially. The shortage of teachers is more acute in sparsely populated areas and in specific subject fields -- particularly science, math, and special education. The recommended steps will encourage academically able persons to enter teaching and provide special incentives for those choosing to teach in critical-shortage subjects or geographic areas.

RECRUITING EFFECTIVE LEADERS -- State Support for Local Responsibility

- State Board develop data system on supply-demand of school leaders and annually report on findings to the Governor, General Assembly, Board of Regents, affected private universities, and requesting local school systems. [Also see "Attracting New Teachers."]

- State Board develop models for recruitment/selection of school leaders for dissemination to local systems and inclusion in the Leadership Academy, provide training for local system personnel officers, and continually make available new information on promising selection practices.

- State Board require development of local policy on criteria and process for selecting school leaders and assuring non-discrimination on the basis of race, religion, national origin, or gender.

- Support and promote the National Association of Secondary School Principals Assessment Center project as an effective process for selecting potential effective leaders.

The Commission is convinced that effective school leadership is the key element in assuring quality education. Unlike the situation for teachers, however, there is no shortage of certified leadership personnel. Rather, the process of preparing, certifying, and selecting school leaders must be improved to ensure that individuals entering leadership positions have the best possible training and potential. The first report addresses improvements in preparation and certification. The actions recommended here will raise the quality of support the state provides local systems in recruiting the best possible candidates for school leadership positions.

EXTENDED CONTRACTS -- Eliminate Exclusive Provision for Vocational Instructors

- Designated eligible activities: student-work-site supervision and development, including home and farm projects. State and system boards designate additional eligible activities; limited funding provided in formula for such activities.

- Extended contract pay limited to actual time worked, up to 1/8 salary.

The existing funding structure provides nearly universal access to supplemental salary contracts for vocational teachers while few general education teachers have this opportunity. Among vocational teachers, 98% have extended-day contracts (a 1/8th salary increase for working an extra hour per day), and two-thirds are on extended-year contracts (one or two months' salary in the summer). As a result, nearly half of vocational instructors receive extra pay for activities such as sponsorship of student clubs, professional development, curriculum development, and maintenance of laboratory equipment, activities on which many general education teachers spend extra time without pay. Furthermore, because supplements are paid on a salary basis instead of for actual time worked, the system is not flexible enough to be cost-efficient.

The recommended extended contract policies will enhance the cost effectiveness of the program by enabling any deserving secondary teacher to be paid for actual time on eligible activities and maintaining support of job-supervision activities essential to vocational education; limited funding has been included in the formula for these purposes.

STATE/LOCAL RESPONSIBILITIES

- o State obligation to ensure a quality basic education:
  - Primary funding of basic education program.
  - Define basic curriculum.
  - Certify professional educators.
  - Assess student achievement.
  - Adopt necessary standards to ensure quality programs.
  - Evaluate quality of local systems and regional service agencies and take corrective action if necessary.
  - Assume management control of regional or local education agencies which demonstrate unwillingness or inability to address identified deficiencies.

- o Local responsibility for actual delivery of services:
  - Implement basic education program.
  - Totally control enrichment programs (except must demonstrate to State that they are planned, monitored, and evaluated).
  - Annually evaluate staff and provide professional development.

- o Regional responsibility for specialized support of local delivery functions [see "Regional Services"].

The State of Georgia has obligations and legitimate statewide concerns regarding education and, therefore, should stimulate local and regional educational agencies to provide quality programs and services. However, the level of local response to the State's efforts may vary considerably, and the State must establish expectations as to statewide concerns related to a quality basic education, monitor the degree that these expectations are met, and take corrective action whenever it is dictated.

EDUCATION FOR PARENTS OF PRE-SCHOOLERS --- Local System Responsibility Based on Local Need

- Provided in partnership with other public and private organizations concerned with child development and welfare; consultant assistance to local systems available from State Department of Education.

- Provide booklet on assisting child development to new parents when birth of child is recorded.

Parents and the home environment play a major role in developing the intellectual capability of the child, and parent education programs have been found to help parents carry out this responsibility. Presently, no booklet is available to provide parents with essential information on this topic. The recommendation assures some assistance to all new parents and encourages further assistance at the local level according to local need.

EDUCATING GIFTED STUDENTS -- Establish State Residential School; Enhance Existing Programs

- o Strengthen gifted teacher preparation and certification:
  - Offer master's degree in gifted education in at least five institutions.
  - Develop and require a Teacher Competency Test in gifted education.
  - Provide full-field certification in gifted education.
  - Extend add-on requirement to 25 hours of core courses with an institutional recommendation.

- o Strengthen State Board policy on student eligibility:
  - Require accepted tests of academic ability to have comparable scoring and to include minority groups in normative populations.
  - Require annual reassessment of continued student participation, based on achievement in program and, if necessary, retesting of ability.

- o State school for the gifted:
  - 11th and 12th grades.
  - Student body of 400 to reflect make-up of the State.
  - Supported by special appropriation and private funds.
  - Provide laboratory of innovative approaches and resources for local-systems gifted programs.

- o Governor's Honors Program:
  - Make eligibility requirements more uniform, though flexible.
  - Encourage community sponsorship.
  - Require both students and teachers to complete a project or product during program -- disseminating the best to local systems.
  - Develop a mechanism to evaluate the program.

The promise of a quality basic education for every student requires a special effort for "gifted" students that matches their special abilities. Presently, State policies require little special preparation for teachers of the gifted and permit considerable variance between local systems in determining which students are served. The recommendations address these weaknesses, and most gifted students will be well served through improved local programs; but selected gifted students should also be offered enrollment in a school which has as its primary focus the need to challenge these students. The school will benefit the statewide program for the gifted by serving as a resource-development and training center, and as a laboratory for new ideas. The school can attract the best teachers from education, industry, and other fields, and it can also provide a more focused opportunity for community and business support for students who are perceived to be among Georgia's future leaders.

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EDUCATING HANDICAPPED STUDENTS -- Funding Reflects Need, Enhanced Interagency Coordination

- For Weighted Membership Formula purposes, fund one teacher and one aide per:
  12 students - mildly handicapped.
  10 students - moderately handicapped, mainstreamed.
  8 students - Moderately handicapped, self-contained.
  6 students - Severely handicapped.
  [See "Weighted Membership Formula" in first report.]

- Systems may choose to use funds earned for aides to hire additional teachers.

- Governor and General Assembly define State responsibility for providing comprehensive services to pre-school handicapped children and determine the relative responsibilities of Departments of Education (DOE) and Human Resources (DHR).

- Strengthen Coordinating Committee for Exceptional Individuals:
  - Add appointee from Governor's Office.
  - Require committee oversight of all cooperative interagency agreements.
  - Require annual report, rather than quarterly.
  - Assign full-time staff to committee from DOE and DHR to coordinate residential placements.
  - Charge committee to assess current programs available for children from birth to age 5 and recommend ways to provide more complete delivery of services, emphasizing in-home and parental training.

- Require local Interagency Troubled Children Committees to review diagnosis and evaluation of all severely handicapped.

- State Merit System upgrade qualifications and pay of Behavioral Specialists to level of school psychologists/psychometrists.

Current funding procedures for in-school handicapped children do not respond efficiently to varying levels of local need. The quality, efficiency, and availability of early intervention programs for pre-school children vary dramatically around the State, in part because of inadequate coordination at State and local levels of multiple programs run by the Departments of Education and Human Resources. For example, DOE requires that the psychological assessments of children referred from DHR be done again because it does not believe that the qualifications required of DHR's Behavioral Specialists, who do their assessments, are sufficient. Commission recommendations on handicapped education will provide about the same level of State funding for in-school programs but will direct it more efficiently to areas of need. Coordination of early intervention programs will be strengthened to assure more equitable availability and efficiency around the State. The Commission did not take a position on year-round services, as this topic is in the courts.

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INSTRUCTIONAL SUPPORT SERVICES -- Clarify Roles and Assure Support Services throughout the State

- o Media services:
  - State Board develop a basic media curriculum for statewide use, including a middle grades unit on research and study skills.
  - Develop school standards on required media center resources and services.
  - Require training in computerized instruction for media specialist certification.
  - Include support of media center operation as a specific element of the weighted membership formula for State allocations. [See "Teacher/Classroom Resources" in first report.]

- o Social services:
  - Allocate 189 funded social worker positions to systems on basis of caseload, placing such positions at the regional level in low-need regions.
  - Departments of Education and Human Resources develop a formal referral process for students needing social services.
  - Specify duties of school social worker as primarily referring students to appropriate community agencies, with guidance counselors dealing with students' school-related problems and administrative/clerical staff dealing with attendance.

- o Guidance counseling:
  - State Board develop school standards regarding functions of guidance counselors and specifically exclude clerical and administrative duties.
  - Fund one counselor per 400 high school students.

- o Psychologists/Psychometrists:
  - Centralize management at regional level, basing staff at system level as warranted by caseload.
  - Require sixth-year degree for certification (five-year grace period for current personnel).

All four categories of support services have a direct impact on a teacher's ability to determine the most appropriate educational program for each student and to refer a student for perceived service needs. The lack of these services has a negative impact on the teacher's workload or on the student who is not provided the needed services. The recommended actions will provide services more uniformly around the State and clarify the professional roles of professional support staff.

VOCATIONAL EDUCATION DELIVERY STRUCTURES -- Mix of structures emphasizing maximum program availability justified by school size and community need.

- All high schools offer at least three vocational programs -- usually business education, home economics, and industrial arts.
- Develop school-size and community-need criteria for justifying additional programs, rather than focusing on making schools "comprehensive."
- Require two-thirds of a system's programs be from a state-approved list of clusters (15 were recommended); encourage offering of narrow, job-specific senior-year training through cooperative programs or joint enrollment in postsecondary schools rather than through high school vocational laboratory programs.
- Avoid unnecessary duplication of vocational programs between high schools and provide students with option of joint enrollment in two high schools to enable participation in programs not available at their "base" school.
- In systems where vocational centers are not now established, focus addition of new programs in high schools rather than new centers.

The Commission found that no single structure for delivering vocational education could feasibly be applied throughout the State. For one thing, efficiency would not be served by dismantling existing facilities of one type or another to go to a single structure statewide. Similarly, the variety of systems around the State -- large and small, urban and rural, rich and poor -- does not lend itself to a single structure regardless of local conditions. As a result, the Commission has proposed a feasible, efficient, and flexible approach that responds to the redefined purposes of vocational education (purposes which emphasize broad occupational training and reinforcement of basic academic skills), promotes a minimum standard of comparability throughout the State, and enhances the breadth of program availability within acceptable cost levels.

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LINKAGES BETWEEN SECONDARY AND POSTSECONDARY VOCATIONAL EDUCATION -- Develop Statewide Plan

- o Establish a broad-based team of educators and business persons to develop a statewide plan for each vocational program that provides for:
  - Orderly transfer of students from secondary to postsecondary programs.
  - Joint enrollment options.
  - Orderly student transfer from programs in one local system to another.
- o Base plans on job-skill competencies and related academic competencies.
- o Use students' vocational program competency assessments [see "Student Assessment" in first report] as vehicle for initial placement in postsecondary programs.

At present, vocational program objectives vary so much from system to system that students moving to a new school often find themselves either lacking prerequisite knowledge or repeating topics in their vocational courses. Similarly, high school vocational graduates entering postsecondary programs typically enter the program at the same point as persons without previous training. Model linkage programs exist in several postsecondary technical schools, but because of the lack of statewide curricular comparability in secondary vocational programs, they apply only to graduates of certain local high schools. The linkage recommendations will allow students to move between school systems or to postsecondary schools in an orderly fashion, resulting in improvements in efficiency that will benefit Georgia's youth, as well as taxpayers.

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REGIONAL SERVICES -- Consolidated Regions and Functions

- Regional Education Service Agencies (RESA's):
  - 14 relatively similar regions.
  - Direct services to certain special education students who cannot be served cost-effectively by single systems.
  - Specialized program and curriculum consultants.
  - Staff development and research coordination services.
  - Shared purchasing and equipment maintenance.
  - Predominately lay governing boards selected by local boards.
  - Funded two-thirds by State and one-third by school systems in region.
  - Participation of local systems in regional programs not mandatory, but local funding share required.

- Regional offices of the State Department:
  - Same regions as RESA's.
  - Conduct evaluations of schools, school systems, and RESA's.
  - Conduct performance-based evaluations for certification.

Presently, four regional agencies provide direct program and service delivery to local systems, each dividing the State into from 9 to 24 regions. Regulatory and assessment functions of the State Department are carried out by two systems of regional offices, one with 10 and one with 17 regions. In short, the current system reflects no coherent pattern because the various agencies have been added on over time to respond to needs as they arose. The variety of regional agencies results in administrative overlap, dupliction of overhead, inconsistency of program standards, and lack of coordination. The recommended actions will group related functions under two sets of regional agencies each serving the same 14 regions, thus providing greater administrative and operational efficiency.

MONITORING EXPENDITURES AND EFFICIENCY

- o Require at least 90% of State allocation for direct instructional costs be spent in specified program area within system; at least 90% of funds so identified be spent in staff training and in media; no minimum requirement for indirect costs (central and school administration, and maintenance and operations). [See "Weighted Membership Formula" in first report.]
- o Set clear guidelines for determining eligible enrollments for weighted membership formula.

- o Improve value of audits by:
  - Reporting expenditures by both program categories and broad cost categories.
  - Identifying instances of high cost per student.

- o When noncompliance with spending control requirements is found:
  - Provide time for adequate explanation.
  - If no explanation, withhold equal amount of State allocation in next year.

- o Study "flexible school year" concept before construction of new facilities.

A process of public accountability is necessary to ensure that a quality basic education is being offered in the public schools of our State, and one component of that process is oversight of local expenditures to determine whether funds for a quality basic education are being spent according to their intended purpose. The setting of a 90% minimum percentage for certain expenditure categories allows flexibility in local decision-making while ensuring that funds are generally spent as intended. Audit procedures must be clear to local systems and the results should be meaningful to the State. Fair methods of dealing with noncompliance with spending controls are essential if the whole system is to work.

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FINANCIAL INCENTIVES FOR EFFECTIVENESS AND EFFICIENCY

- o Develop, fund, and publicize fiscal reward incentives (allocated on weighted enrollment) for:
  - High staff attendance.
  - High student achievement or gain in achievement.
  - Low student dropout rate or large reduction in rate.
  - Good management practice.

- o Eliminate certain disincentives to efficiencies:
  - Permit carry-over of unused State funds (use limited to non-recurring expenditures and to one year).
  - Eliminate requirement that selected administrative personnel be highest paid.
  - In general, follow principle that all activities for which State funds are provided should be partially supported by local funds.
  - Within the formula category for vocational high school labs, fully supplant federal vocational funds not earmarked for certain purposes with State funds and equally supplant State funds with federal funds in other areas of the budget.

Ideally, funding structures for any organization should be designed to encourage achievement of that organization's operational goals and to promote fiscal efficiency. In practice, when policies and funding practices for various programs are created over a period of time, often in isolation of one another, various disincentives to overall efficiency may appear. For example, when one agency implements a program for which all funding comes from a second source, and to which unused funds must be returned, the implementing agency has no incentive to avoid spending the funds unnecessarily. Accordingly, in its comprehensive review of the educational process, the Commission has recommended revised funding structures that reward local systems for outstanding performance and encourage fiscal efficiency.

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POSTSCRIPT: THE HUMAN ELEMENT

The recommendations of the Governor's Education Review Commission represent an effective, realistic plan for improving the quality of education in Georgia. The implementation of these recommendations would bring about constructive change in many respects while reinforcing the inherent strength of our educational system. However, our students will still not achieve their full potential if the underlying challenges to public education are not addressed as well.

First and foremost, the stature of the teaching profession must be enhanced significantly. Teachers deserve higher compensation based on performance, greater prestige as scholars called to an honored profession, and increased attention to their views. Most teachers perform their duties in a remarkable manner, but they do so in spite of the way in which they are treated and compensated. A teacher is never paid more for doing a better job. The only incentive for going beyond the bare minimum is a personal sense of concern and dedication. It may not be possible to design a compensation system which is directly related to performance, because the quality of teaching cannot be measured precisely. Nevertheless, the forces which undermine initiative and creativity will inevitably lead to mediocrity unless school systems recognize and reward those people who contribute the most to the progress of our students.

The second challenge is closely related to the first. While working to enhance the teaching profession as a whole, we must also face the reality that the teachers and administrators who are not performing in a satisfactory manner cause their students to suffer irreparable harm and tarnish the reputation of the teaching profession in general. Although there is a procedure under Georgia law for dismissing incompetent employees, even when they are tenured, many administrators do not provide meaningful assistance when needed and are reluctant to take the necessary corrective action. As a result, the process for remediating or dismissing employees who can't or won't do their jobs is woefully ineffective. This problem is harmful to any organization, but is particularly serious when the consequences of a poor education have such a dramatic impact on every affected student.

The third challenge concerns the indispensable need for strong instructional leadership and effective management of people, especially at the school level. Serving as a principal may be the toughest managerial job in the world, but we fail to treat principals as the instructional leaders of their schools or to prepare them for this awesome task.

The very nature of teaching creates another challenge in terms of the best use of limited resources. It is essential to have capable teachers, but it is also important that their skills be used in the most efficient way. Despite the legitimate pressure to reduce class sizes, especially in the lower grades, the educational process must be made less labor-intensive in terms of professional personnel through expanded use of technology, improved teaching methods, greater assistance in the accomplishment of non-teaching duties, and a reduction in overlapping administrative positions. By reallocating educational costs, higher salaries can be paid to those persons who have the most difficult and important roles.

In summary, the recommendations of the Commission will not produce the desired goal without capable people to implement them. The quality of education depends on the quality of teaching. The challenges in attracting, retaining, motivating, guiding, and supporting teachers and administrators have been addressed by the Commission. How well these challenges are met will ultimately determine whether the goal of a quality basic education for all Georgians is fully achieved.

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Appendix A

QUALITY BASIC EDUCATION

Purpose

The purpose of a quality basic education is to prepare students to think clearly, to be lifelong learners, to be good citizens, and to acquire skills and attitudes necessary to be responsible, self-reliant and productive members of our society.

Preamble

According to Article VIII of the Constitution of the State of Georgia, "public education for the citizens shall be a primary obligation of the State of Georgia." The State therefore is responsible for establishing quality basic educational programs to provide experiences which will allow all learners, including those with special needs, to develop attributes which enable them to be active, responsible, productive members of our society.

Basic education does not imply a minimum education, but rather that which is essential and fundamental to effective functioning in school and in later life. A quality basic education must lead to competence in sereral areas of human activity; the list of outcomes of a quality basic education which follows reflects this broad perspective. The primary emphasis, however, is in basic academic skills which link all disciplines of knowledge, and they are listed first.

The quality of basic education is determined by a number of factors. Of critical importance are clearly defined goals for student learning, competent and dedicated teachers and educational leaders, an orderly yet stimulating learning environment, and systematic review of student progress.

A student who has participated in a quality basic education program should acquire the skills listed in this document. A typical time frame for introduction, development, and reinforcement of these skills has been suggested, but flexibility is implied in order to meet the differing needs of students whose levels of functioning may vary from minimum to maximum. Primary, middle and secondary grade levels are designated by K-4, 5-8 and 9-12. While teaching activities designed to introduce or develop a skill may be concluded, it is assumed that opportunities for reinforcement of the acquired skill would continue throughout the learner's schooling and on into adult life.

BASIC SKILLS

Certain basic skills or abilities must be developed to serve as tools for acquiring and applying other skills and knowledge. Such skills are interdependent with each other and are included in all academic subjects and disciplines. These include reading, writing, speaking, viewing, listening, mathematics, reasoning and computer literacy. A student who has acquired these tools of learning has developed the skills which are broadly described below.

Grades K-4	Grades 5-8	Grades 9-12		In the area of reading, the student is able to:
*I	D,R		1.	determine word meanings using various word recognition skills and/or contextual clues in material read.
I	D	R	2.	comprehend the main and subordinate ideas in written work, whether directly or indirectly stated.
I	D	R	3.	interpret written instructions.
I	D	R	4.	make valid inferences (make predictions, apply information, draw conclusions or generalizations) from material read.
I	D,R	R	5.	use dictionaries, parts of books and various reference sources to locate information.
	I,D	R	6.	recognize the intent to persuade or mislead in material read.

*I = Introduce -- initial instructional activities
D = Develop -- activities which elaborate and expand the skill
R = Reinforce -- activities which strengthen an already acquired skill

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Grades K-4	5-8	9-12		
				In the area of writing, the student is able to:
I	D,R	R	7.	use standard language patterns and mechanical conventions in spelling, punctuation, grammar and legibility.
	I,D	R	8.	write for a variety of purposes such as business and personal communication.
	I,D	R	9.	write in a variety of ways such as explanations, descriptions, narrations.
I	D,R	R	10.	select and organize ideas and information into paragraphs.
I	D,R	R	11.	adjust writing for purpose and situation.
				In the area of listening, viewing and speaking, the student is able to:
I,D	R	R	12.	follow oral instructions.
I,D	D	D,R	13.	interpret oral messages.
I,D	D	D,R	14.	evaluate the intentions and messages of media presentations (T.V., radio,film).
I,D	D	D,R	15.	use standard language patterns when appropriate.
I,D	D	D,R	16.	convey verbal information clearly.
I,D	D	D,R	17.	use spoken language to suit different situations.

Learning to solve problems is the principal reason for studying mathematics. The mathematics curriculum should prepare a student to understand and employ basic mathematical concepts and operations and to analyze and draw conclusions. The mathematics curriculum should assist the development of positive attitudes toward mathematics and prepare students to adapt to a changing technological society.

In the area of <u>mathematics</u> the student is able to:

Grades K-4	5-8	9-12		
I	D	R	18.	perform, with reasonable accuracy, the computations of addition, subtraction, multiplication, and division using natural numbers, fractions, decimals and integers.
I	D	R	19.	make and use measurements in both traditional and metric units.
			20.	use the mathematics of:
I	D	R		- integers, fractions and decimals
	I	D,R		- ratios, proportions and percentages
	I	D,R		- roots and powers.
	I	D,R	21.	use basic algebraic concepts (such as missing addends and unknown variables) and geometric concepts (basic shapes and geometric relations).
I	D	R	22.	make estimates and approximations and judge the reasonableness of a result.
I	D	R	23.	formulate and solve a problem in mathematical terms.
I	D	R	24.	select and use appropriate approaches and tools in solving problems (mental computation, trial and error, paper-and-pencil techniques, calculator and computer).
I	D	R	25.	use basic concepts of probability and statistics (for example, understand the likelihood of events occurring; know how to compute the average).

In <u>reasoning</u> and solving problems the student is able to:

I	D	R	26.	identify and formulate problems.
I	D	R	27.	propose and evaluate various ways to solve problems.
I	D	R	28.	locate and evaluate information needed to solve problems.
I	D	R	29.	distinguish between fact and opinion.
I	D	R	30.	reach a valid and supportable conclusion.

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The computer has emerged as a basic tool for acquiring and organizing knowledge, communicating and solving problems. To compete successfully in postsecondary academics and in the increasingly technological work place, the student leaving high school is able to:

Grades K-4	Grades 5-8	Grades 9-12		
	I	D,R	31.	demonstrate a basic awareness of when and how computers may be used in daily life.
	I	D,R	32.	demonstrate a basic knowledge of how computers work and of common computer terminology.
*	I	D,R	33.	demonstrate some ability to use the computer and appropriate software for self instruction, problem solving, work processing and collection and retrieval of information.

*33. Instruction made available to all students, but participation not required.

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SUBJECT AREAS

Just as the basic skills described above are taught and reinforced in all subject areas, the academic subjects listed here are interrelated and overlapping. They are separated for convenience and a brief description of a sound curriculum precedes the student outcomes listed.

In the area of English language arts, the student should be able to demonstrate competency in the following skills in addition to the basic language skills listed earlier. Additional opportunities for study in areas such as drama, language, literature, mass media, nonverbal communication and speech should be an integral part of the total English language arts curriculum. Decisions regarding what constitutes standard English, major works and important writers should be reviewed often, using a variety of sources.

Grades K-4	Grades 5-8	Grades 9-12		
				English language instruction should enable the student to:
	I	D,R	34.	recognize how the English language has developed and changed.
I	D	D,R	35.	recognize that English has many dialects.
I	D	D,R	36.	recognize that language is a powerful tool for thinking and learning.
I	D	D,R	37.	show awareness of how English operates according to grammatical systems and patterns of usage.
I,D	D	R	38.	recognize how content (topic, purpose, audience) influences the structure and use of language.
I,D	D	D,R	39.	demonstrate an understanding and use of various aids to develop and expand vocabulary.
				Literature instruction should enable the student to:
I,D	D	D,R	40.	select and read various forms of literature (prose, short stories, poetry, drama, etc.).
I,D	D	D,R	41.	demonstrate critical thinking skills by interpreting, analyzing, and forming judgments regarding various forms of literature.
I	D	D,R	42.	demonstrate awareness of major works of classical and contemporary works of literature.
I	I,D	D,R	43.	show awareness of many writers representing diverse backgrounds and traditions.
				Instruction in higher level communication skills should enable the student to:
I	D	D,R	44.	take notes on important points in lectures and discussions.
I,D	D	D	45.	prepare original creative writings.

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I,D	D	D,R 46.	participate in speaking before groups.
I,D	D	D,R 47.	locate and use resources external to the classroom, culminating in the production of term papers, essays and reports.

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The science curriculum should include the study of matter (things), change (the nature of things) and energy (the cause of change) and should include activities which allow the student to conduct natural and experimental observations. It should also demonstrate technology as the result of the scientific enterprise and show that no technological advancement is achieved without far-reaching changes.

Grades			Science instruction should enable the student to:
K-4	5-8	9-12	
I	D,R		48. understand that matter has structure and is found in various conditions.
I	D,R		49. demonstrate a basic understanding of energy, its nature, its limits and its uses.
I	D,R		50. understand that machines extend the physical capacities of human beings.
I	D	D,R	51. demonstrate a basic understanding of the interrelationships between people and the earth and its natural resources.
I	D,R	D,R	52. exhibit a basic scientific understanding of the varieties of living organisms and the relationships among them.
I,D	D,R	R	53. use the basic principles of decision making as outlined in the scientific method of problem solving.

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An understanding of the basic skills and concepts unique to the social studies should prepare the student for responsible citizenship with an adequate understanding of his contemporary world. The concepts and methodologies of the disciplines of history, geography, political science, economics, and behavioral sciences are included in the social studies curriculum. Students will study these disciplines as they apply to self, family unit, neighborhood, community, state, region, nation and the world.

Grades K-4	5-8	9-12		**In the area of <u>social studies</u> the student is able to:**
I	D	R	54.	show some understanding of the relationship between present and past.
I	D	D,R	55.	demonstrate knowledge of the geography, economic and social structures, and political systems of the U.S.A. and various nations in the contemporary world.
I	D	D,R	56.	exhibit understanding of and tolerance for individual differences and an understanding of world interdependence.
I	D	D,R	57.	demonstrate knowledge and skills necessary for a caretaker of the environment.
I	D	D,R	58.	demonstrate knowledge of the chronology and significance of major events and movements in world history and U.S. history.
I	D	D,R	59.	exhibit knowledge of the development of government and law, on the local, state and national levels.
I	D	D,R	60.	show knowledge of the chronology and impact of technological advances.
I	D	D,R	61.	demonstrate an understanding of the free enterprise system and its relationship to other economic systems.
I	D	D,R	62.	locate, interpret and analyze information from a variety of sources including globes, maps, charts and graphs.
I	D	D,R	63.	understand the responsibilities of citizenship and demonstrate the skills necessary for participation in the economic and political system of our society.

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The foreign language instructional program should broaden the experience base and increase the awareness level of the learner. Initial instruction should focus on knowledge of the sound system, grammar, vocabulary and culture which leads to meaningful communication. In order to increase the likelihood of fluency in language, it is desirable to begin instruction in elementary grades.

Intermediate and advanced foreign language courses should include sociocultural, aesthetic and literary content as well as grammar, linguistics and phonetics. All upper level courses should be elective.

Grades K-4	5-8	9-12		At the culmination of foreign language instruction the student should be able to:.
I	I,O	D,R	64.	demonstrate an understanding of a foreign people and their culture as it relates to the chosen language.
**I	I,O	D,R	65.	demonstrate some skill in understanding the target language when it is heard or read.
***I	I,O	D,R	66.	speak and write the target language with some proficiency.

The fine arts curricula should foster development of human personality and creative potential. In kindergarten through grade eight, experiences in fine arts should be available to all students. At the secondary level, student participation should be elective. College-bound students are encouraged to participate in order to enhance their chances of successfully meeting college entrance requirements.

				Fine arts education is made up of dance, drama, music and visual arts. A student should be able to:
I		D	D,R 67.	demonstrate the skills necessary to function as an appreciator of the fine arts.
I		D	D,R 68.	demonstrate the skills necessary to function as a participant in a chosen art.
I	I	D	69.	identify the relationship between art forms and the cultures or historic periods in which they are created.

*65.,66.,67.,68.,69. Instruction made available to all students, but participation not required by State. May be required by local school district.

** I = listening only
*** I = speaking only

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A comprehensive health education program should afford students the knowledge, skills and opportunities to make decisions that lead to an optimal level of well-being and healthful living. It is important to note that these competencies can be met through a variety of instructional offerings. Schools are strongly encouraged to establish cooperative arrangements with a variety of public and private community agencies which could assist in the delivery of specific content, e.g., safety practices and first aid procedures. The magnitude of problems such as teenage pregnancy and substance abuse demands a comprehensive and creative approach utilizing parents and volunteers as well as health care professionals. Parent permission should be required for participation in programs dealing with sensitive content.

Grades K-4	5-8	9-12		
				Health education should enable the student to:
I	D	R	70.	demonstrate knowledge and understanding of the human body, its systems and functions and how health practices, nutrition and drugs and similar substances affect these.
	I,D	R	71.	exhibit understanding of family planning, parenting and parenthood, including understanding of reasons for and skills needed to postpone sexual activity.

The purpose of physical education is to acquaint students with basic knowledge, understanding, values and experience in physical activity as related to optimal healthful living and quality use of leisure time. Content should include principles for development and maintenance of skilled performance, endurance, strength and flexibility.

				In the area of physical education the student should be able to:
I	D	D,R	72.	select and participate in sports or activities designed to enhance lifelong physical fitness and skill performance.

*71. Instruction made available to all students, but participation not required by State. May be required by local school district.

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The general purpose of career and vocational education, grades K-12, is to provide a sequential program which includes career orientation, exploration and job preparation. Such a program will prepare all students for work or for further education. It is important to note that the competencies related to career decision making do not need to be imparted in a specific course and, in fact, can be better accomplished through comprehensive counseling and career guidance services. There must be an adequate number of staff to ensure that each student receives these services.

At the secondary level, course offerings will be established based on community needs and may include agriculture education, business education, marketing and distributive education, home economics, industrial arts, trade and industrial education and introduction to emerging technologies. As a part of the course of study, students may participate in on-the-job cooperative work experiences in a wide range of occupations, as well as in leadership and skill development group activities. Disadvantaged and handicapped students may be provided remedial and/or support services to assist them in succeeding in regular vocational education programs.

Career and vocational education should enable the student to:

Grades K-4	Grades 5-8	Grades 9-12	
I	D	D,R	73. demonstrate knowledge of the free enterprise system and of the roles of various career fields in the economic system.
	I	D,R	74. make tentative career decisions based upon interests abilities, and values and formulate appropriate plans for reaching career goals.
I	D	D,R	75. demonstrate skills needed to obtain and keep a job.
*	I	D,R	76. demonstrate some level of technical skill and an understanding of the tools and materials in a chosen occupational area.
**		I,D,R	77. The driver education curriculum in Georgia schools should provide a program of instruction which ensures each student at the high school

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level the opportunity to obtain fundamental driving skills necessary for a citizen to function effectively in a traffic oriented society. Each student should be prepared to demonstrate competence by his or her ability to understand and employ basic traffic safety concepts and operational skills. Schools are strongly encouraged to establish cooperative arrangements in order that this program will be industry supported.

76. Instruction made available to all students, but participation not required by State. May be required by local school district.

**77. Instruction offered and financed only at the option of local school districts.

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Appendix B

PROFICIENCIES OF EFFECTIVE TEACHERS

General Knowledge and Communication Proficiencies

1. The effective teacher demonstrates a broad base of knowledge in the history of mankind and mankind's social, economic, physical and psychological environments.

2. The effective teacher demonstrates mastery of subject-area content to be taught.

3. The effective teacher demonstrates correct oral and written communication skills.

4. The effective teacher demonstrates understanding of individual development and learning processes.

5. The effective teacher demonstrates knowledge of instructional planning, implementation, and evaluation.

General Classroom Proficiencies

6. The effective teacher employs classroom management skills to create an orderly classroom environment that is positive in nature and conducive to learning.

7. The effective teacher avoids behavior that lowers the learner's self esteem.

8. The effective teacher communicates positive expectations to all learners.

9. The effective teacher ensures that all learners have an opportunity to progress.

10. The effective teacher communicates with students, parents, and other professionals in an appropriate manner.

Instructional Proficiencies

11. The effective teacher has specific objectives for all learning tasks and makes the learner aware of these objectives.

12. The effective teacher maximizes instructional time in a manner consistent with student characteristics and learning objectives.

13. The effective teacher plans and implements learning tasks consistent with student characteristics and learning objectives.

14. The effective teacher continually evaluates instruction and pupil progress for the purpose of modifying instruction and making necessary student referrals.

15. The effective teacher ensures that all learners are aware of their progress toward the attainment of learning objectives.

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Appendix C

GOVERNOR'S EDUCATION REVIEW COMMISSION
PROFICIENCIES OF EFFECTIVE SCHOOL LEADERS

PERSONAL CHARACTERISTICS

1. The effective school leader demonstrates high academic achievement.

2. The effective school leader demonstrates correct oral and written communication skills.

3. The effective school leader demonstrates the ability to communicate with others in an appropriate manner.

4. The effective school leader demonstrates evidence of a high level of interpersonal skills.

INSTRUCTIONAL LEADER ROLE

5. The effective school leader has demonstrated the ability to be an effective teacher.

6. The effective school leader demonstrates mastery of content related to school management and leadership.

7. The effective school leader provides leadership in the development of clearly stated goals and objectives.

8. The effective school leader has clearly defined policies and standards which are published, provided to students, staff, and parents, and administered equitably.

9. The effective school leader communicates positive, clearly defined expectations to students, staff, parents, and community.

10. The effective school leader provides leadership in developing and maintaining an orderly school climate which promotes and encourages learning.

11. The effective school leader emphasizes student achievement in basic skills as a primary program outcome and provides leadership to encourage and support high academic achievement.

12. The effective school leader continously monitors pupil progress toward attaining stated goals and objectives.

13. The effective school leader establishes practices and procedures which maximize instructional time on task.

14. The effective school leader recognizes and rewards success.

SCHOOL MANAGER ROLE

15. The effective school leader continually assesses and systematically evaluates personnel performance and provides counseling and opportunities for continued professional development.

16. The effective school leader demonstrates the ability to provide leadership in planning, organizing, execution, and evaluation of school programs and activities on a timely basis.

17. The effective school leader allocates resources consistent with objectives, planned strategies, and needs.

18. The effective school leader delegates responsibility and authority in a manner consistent with objectives, planned strategies, and needs.

19. The effective school leader handles student discipline in a manner consistent with policies and standards.

SCHOOL/COMMUNITY RELATIONS ROLE

20. The effective school leader actively seeks to facilitate communication between the school and the community.

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